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ORGANIZATION AND MANAGEMENT 2

13 MAR 1967

MEMORANDUM FCR: Director of Research and Reports

SUBJECT: IG Survey of Foreign Intelligence
Collection Requirements

1. The following information is submitted in order to brief you on the content of the IG report on the above subject and to acquaint you with the work of the [REDACTED] 25X1A committee in evaluating the report for the DD/I Directorate.

2. In a nutshell the report concludes that the present requirements system contributes to the information explosion by encouraging too much collection. This theme, together with the deficiencies in the requirements system are developed at length, in vivid language, supported by statistics and examples. Although somewhat repetitious, the presentation is emphatic, effective, and generally valid.

3. The principal findings may be summarized as follows:

- a. Too much is collected
 - (1) More than can be used
 - (2) More than the government needs
- b. Excess collection results in
 - (1) Lowering of the quality of total collection
 - (2) Reduction in the quality of finished intelligence
 - (3) Low cost effectiveness
- c. Causes of excessive collection
 - (1) Failure to define what the government needs from intelligence
 - (2) Failure of management to exercise control over issuing of requirements

- (3) Insufficient control over acceptance of requirements
- (4) Resources for collection exceed those for production
- (5) Too little communication between producers and collectors

4. To remedy these deficiencies the report offers seventeen guidelines for action, which may be condensed along the following lines:

- a. Make a fresh start and define realistically the collection and production needed to protect national security.
- b. Limit collection requirements to processing and analytic capabilities.
- c. Adjust requirements between different collection systems to minimize duplicate reporting.
- d. Systematize validation and coordination of requirements.
- e. Review outstanding requirements periodically.
- f. Improve communication and feedback between collectors and producers.
- g. Train analysts to write fewer and better requirements.

5. The report credits CGS with making good progress in improving the requirements process. The intelligence components of the military services are cited as largely responsible for the excessive pressure to collect, particularly through the use of the new technical collection systems. DOD management is charged with failing to control this pressure, but management of the production components in the Agency is also criticized for not exercising sufficient control over the levying of requirements. CIA members and chairmen of USIB committees concerned with collection are advised to follow the example of the DCI in USIB by acting for the community to establish collection policy rather than abiding by the majority vote of the DOD members.

6. Distributed through the report are a total of 27 numbered recommendations, 20 of which are directed to the DD/I for action. These recommendations are not presented as a body in any one part of the report and when assembled

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25X1A by the ADDI for review and subjected to evaluation by the [REDACTED] committee, display unevenness in scope, level, and propensity for being made operable. They range from trivial concern over requirement forms to admonitions to the DD/I to chair an ad hoc committee of senior representatives from production and collection components of the Agency to revise the PNIO's.

7. The report seeks to clarify the role of CGS in relation to Agency production offices by recommending that the DD/I and the DDS&T collaborate to define the mission of CGS in identical terms for each directorate. The two directorates are also enjoined to cooperate in:

- a. Supporting the Current Intelligence Requirements List (CIRL).
- b. A selective program for the production of comprehensive collection guides.
- c. Instructing office and division chiefs to assume managerial responsibility for the validation of requirements, for limiting the number issued, and for levying requirements against appropriate collection mechanisms.

25X1A 8. Review of the report in the DD/I directorate has been assigned to a committee of nine senior persons under the chairmanship of [REDACTED] of the DD/I staff. Each member was assigned to review a coherent group of the recommendations. Thus, I reviewed Recommendation 23, on Overhead Reconnaissance, which provided for the DD/I to formulate an Agency policy on requirements and to identify disagreements requiring resolution by higher authority. [REDACTED] MRA, reviewed three recommendations relating chiefly to human resource collection. Committee members reported their findings in writing to the Chairman, who consolidated the suggestions into a draft set of revised recommendations which were then discussed in detail by the entire committee over a period of several days. From this discussion the present revised draft emerged. 25X1A

9. Major changes resulting from the work of the [REDACTED] committee include:

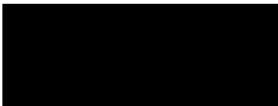
- a. Combination of related recommendations to reduce their number (1 and 2, 8 and 26, 10-12, 24 and 25).

- b. Rephrasing of generalized directives to the DD/I to achieve desired ends to provide that the DD/I review problems and devise means to achieve these ends (such as provision for the review of DCID 1/2 and 1/3 by an Agency committee under the chairmanship of the DD/I or that the DD/I and DDS&T direct Chief, CGS to take remedial action on improvement of the utility of the CIRL).
- c. Clarifying the means to be used to controlling the information explosion (coupling of 26, which spells out means with 8 which directs the DD/I and the DDS&T to define the mission and functions of CGS).
- d. Provision for a Collection Guidance Advisory Group composed of the Deputy Directors of the substantive offices of the two directorates to assist Chief, CGS in reviewing collection guidance problems. 25X1A
- e. Conversion of recommendation 9 from the regular exchange of CGS/HRG and [REDACTED] personnel to a recommendation for regular meetings of these personnel.
- f. Toning down of the proposal for a program to issue collection guides (13) to provide for their issuance on a selective basis.
- g. Recognition in 23 that an ad hoc group under the ADDI and Chairman COMOR has been meeting to develop Agency policy and rationale on overhead reconnaissance and that appeal to higher authority is expected to be required only in exceptional cases.
- h. Generalization of the specific directives to management in 24 and 25 to instructions to CGS to devise practical means to assist the directors and division chiefs to carry out their responsibilities for the control and validation of requirements and the support of appropriate requirements programs.

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10. A separate memorandum is being prepared commenting for the Office on the revised recommendations.

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Executive Assistant
Research and Reports

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